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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Security Council
Seventy-first year

Letter dated 6 October 2016 from the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the Secretary-General

United Nations Peacekeeping Defence Ministerial: London 2016

The United Kingdom of Great Britain and Northern Ireland hosted the United Nations Peacekeeping Defence Ministerial: London 2016 on 7 and 8 September 2016. A communiqué signed by over 60 participants was issued at the end of that meeting (see annex). Additional information about the meeting can be found at: www.gov.uk/government/topical-events/un-peacekeeping-defence-ministerial-london-2016.

I should be grateful if the present letter and its annex could be circulated as a document of the General Assembly, under agenda item 51, and of the Security Council.

(*Signed*) Matthew **Rycroft**

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Annex to the letter dated 6 October 2016 from the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations addressed to the Secretary-General

United Nations Peacekeeping Defence Ministerial: London 2016 Communiqué

The Governments of Argentina, Armenia, Australia, Austria, Azerbaijan, Bangladesh, Belgium, Brazil, Cambodia, Canada, Chile, China, Colombia, Croatia, Czechia, Denmark, El Salvador, Ethiopia, Fiji, Finland, France, Germany, Ghana, Greece, Hungary, Indonesia, Ireland, Italy, Japan, Kazakhstan, Kenya, Lithuania, Malaysia, Mexico, Nepal, the Netherlands, Nigeria, Norway, Pakistan, Peru, the Philippines, Poland, Portugal, the Republic of Korea, Romania, Rwanda, Senegal, Serbia, Sierra Leone, Spain, Sri Lanka, Sweden, Thailand, Tunisia, Turkey, Uganda, Ukraine, the United Kingdom, the United Republic of Tanzania, the United States of America, Uruguay, Viet Nam and Zambia jointly declare their support for the following:

United Nations peacekeeping is an indispensable part of the international community's response to threats to international peace and security. Effective prevention of and response to many of today's threats to international peace and security require partnerships with other countries. United Nations peacekeeping is one of the most tangible examples of effective partnership and is unique in its ability to leverage the strengths of many States. United Nations peacekeeping can contribute to the resolution of conflicts, prevent their recurrence and create the stability necessary for peace to flourish. Peacekeeping is in the national security interest of all nations. We salute the contribution of the brave men and women who serve in peacekeeping missions and remember with sadness those who have sacrificed their lives in support of this cause.

Modern conflicts demand modern responses. Peacekeeping must be deployed as part of a broader strategy and must be more field-oriented and people-centred. Today's peacekeepers must be able to successfully implement their mandates while protecting civilians, themselves and their assets. We reaffirm the basic principles of peacekeeping, including consent of the parties, impartiality and the non-use of force except in self-defence and in defence of the mandate, noting that these are consistent with mandates authorized by the Security Council that seek to tackle new challenges faced by peacekeeping operations, such as force protection and safety and security, the protection of civilians and asymmetric threats. We welcome this opportunity for Ministers of Defence and their representatives to come together to ensure sustained follow-up to the Leaders' Summit on Peacekeeping and to discuss practical improvements to the ways in which peacekeeping missions are conducted.

We recall the report of the High-level Independent Panel on Peace Operations (A/70/95-S/2015/446) and the report of the Secretary-General on the implementation of the Panel recommendations (A/70/357-S/2015/682). We also recall the high-level review of the implementation of Security Council resolution 1325 (2000) and the report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968-S/2015/490). We underline the importance of

improving United Nations policing and note the findings of the external review of the United Nations Police Division.

We must always strive to ensure that peacekeeping is as effective as possible and evolves to meet today's challenges and the challenges of tomorrow. That calls for improvements in three areas, the "three Ps" of peacekeeping: planning, pledges and performance. Modern peacekeeping demands improved political and military planning throughout the mission life cycle, with clear and sequenced mandates. It needs Member States to pledge well-trained and equipped personnel that give missions the capability to deliver on those mandates. And it needs high levels of performance from civilian and uniformed peacekeepers, underpinned by effective and accountable leadership. Achieving progress across these three areas is of critical importance to all Member States and is dependent on cooperation and partnership built on mutual trust among members of the Security Council, troop- and police-contributing countries and the Secretariat so that decisions taken on peacekeeping benefit from the views of those serving in the field.

Pledges

We welcome the outstanding contribution made by the Leaders' Summit on Peacekeeping, held in New York in September 2015. We also recall the United Nations Chiefs of Defence Conference, held in New York in March 2015, and the United Nations Chiefs of Police Summit, held in New York in June 2016. We reaffirm our support for the declaration of the Leaders' Summit on Peacekeeping, which recommits us to working together to improve peacekeeping.

We welcome the pledges made by 52 Member States and international organizations at the Leaders' Summit and the 30 new pledges that have been made since then, including those by Argentina, Austria, Belgium, Bhutan, Burundi, Canada, Chad, Egypt, France, Greece, Guatemala, Hungary, Ireland, Jordan, Kazakhstan, Kenya, Kyrgyzstan, Lithuania, Mongolia, the Netherlands, Nigeria, the Philippines, Poland, Portugal, the Russian Federation, Singapore, the former Yugoslav Republic of Macedonia, Tunisia, the United Republic of Tanzania and Zambia, as well as those made at the United Nations Chiefs of Police Summit in June 2016. Collectively, these pledges provide an exceptional step forward in the capabilities available to the United Nations. We call upon Member States and the Secretariat to work together to ensure that these commitments are ready for deployment and encourage all Member States to ensure that their pledges are ready and available for use by registering them through the new Peacekeeping Capability Readiness System. We call upon all Member States to offer further pledges that meet identified capability gaps.

We welcome the establishment and work of the Strategic Force Generation and Capability Planning Cell and call upon the Secretary-General to ensure that it is able to perform fully its functions. We appreciate the work of the Office of Military Affairs and the Police Division and ask the Secretary-General to continue to proactively identify and address capability gaps in the delivery of current peacekeeping mission mandates, as well as future anticipated capability needs.

We need peacekeepers who are willing and capable of rapidly responding to emerging crises. We welcome the commitments of Member States at the London

Ministerial to make their military and police units available for rapid deployment and encourage others to come forward with similar units that are deployable within 30, 60 or 90 days. We urge the Secretariat to consider a range of methods to adequately encourage troop- and police-contributing countries to maintain rapidly deployable standby units. We urge all troop- and police-contributing countries to streamline their deployment processes and call upon the Secretariat to facilitate the process of pledges moving to higher states of readiness. We call upon the Secretariat and the troop- and police-contributing countries to ensure that at least 12,000 troops and police are at level 3 of the Peacekeeping Capability Readiness System by the end of 2016 and that 4,000 of those are pledged at the rapid deployment level. We further call upon the Secretary-General to ensure that the United Nations, in particular the Departments of Management, Field Support and Peacekeeping Operations, has the systems in place to deploy, absorb and sustain these newly pledged assets rapidly and in accordance with the specific needs of individual missions, including in such areas as airlifts, rapid engineering support, force headquarters and police and civilian recruitment.

We recognize the indispensable role of women in United Nations peacekeeping and in conflict resolution as a whole and underscore that their participation at all levels is key to the operational effectiveness of missions as well as to the success and sustainability of peace processes. We remain committed to increasing the participation of women in uniformed roles, and we want to see the integration of women's needs and gender perspectives into all aspects of peacekeeping. We urge the Secretary-General to prioritize the appointment of more women to senior United Nations leadership positions and to double the number of women in military and police contingents of United Nations peacekeeping operations by 2020. We call upon all Member States to increase the number of women serving as individual police officers as part of specialized teams and formed police units, as well as in leadership positions and professional posts, in order to reach the target of 20 per cent launched through the United Nations Global Effort initiative in 2009. Member States should also prioritize the nomination of more female corrections officers. We further call upon all Member States to develop and implement national action plans on women and peace and security and to increase the number of women officers serving in missions as staff officers and military observers and attending United Nations staff officer and military observer training courses. We aim for 15 per cent of such roles being filled by women by December 2017. We also ask Member States to ensure that all their training is gender-sensitive and, where necessary, includes training to advance the specific skills of women officers in relation to the role of military observer. Every United Nations peacekeeping mission should have the ability to engage with women as well as men in United Nations mission areas. We urge the Secretary-General to work with Member States to increase the number of United Nations women mediators. We support the inclusion at military observer team sites of mixed engagement teams with multiple women officers and mixed formed police units of at least one platoon of women officers. We call for military and police gender advisers in both field mission headquarters and within each self-sustaining formed unit.

We encourage the Secretary-General to continue to take steps to strengthen the accountability of senior leaders for mainstreaming gender and improving the gender balance in their respective missions and departments and welcome the introduction

of gender targets as performance indicators in all compacts with senior managers at United Nations Headquarters and in the field. We call upon all Member States to take substantive measures to increase the gender balance in peacekeeping; there are a variety of ways to support this action, including appointing gender champions in their national systems, taking steps to increase the number of women in their national militaries and providing the United Nations with information on which military roles are open to servicewomen along with a breakdown of the proportion of male and female officers by rank. These measures should act as a stepping stone to fulfilling the request of the Security Council in its resolution 2242 (2015) to, at a minimum, double the number of women peacekeepers by 2020.

Planning

We call upon the Secretary-General to ensure that mission planning and assessment fully integrate the military, police and civilian parts of the mission and take into account other partners, including the host Government and regional actors, to accomplish the mandated tasks, and that mission planning and assessment include consideration from the outset of how missions will complement the work of existing United Nations staff in-country. Improved assessments are essential in the planning process to improve programme capacity-building, develop realistic mandate implementation options, establish objective accountability requirements and define expectations. We urge that the needs and participation of women be integrated at all stages of the planning process. We further stress the importance of ensuring that assessment and planning processes enable missions to prevent and respond to risks of violence against civilians, including in their most extreme form as mass atrocities. We welcome the establishment of the strategic analysis and planning capacity in the Executive Office of the Secretary-General, the aim of which is to strengthen the analysis of and responses to emerging conflict and to encourage greater engagement with Member States regarding its work. Recognizing that the experience and expertise of troop- and police-contributing countries can greatly assist in the planning of peacekeeping operations, we underscore the importance of effective consultations among the Security Council, troop- and police-contributing countries and the Secretariat during planning processes. We also highlight the need for strategic communication in the countries where missions are deployed to clearly communicate the role and objectives of the mission to the local population.

We call upon the United Nations to ensure that Force Commanders are empowered to have more control over the use of mission assets during in extremis situations, including medical and casualty evacuations. As Member States, we will strive to ensure that missions and contingents have access to appropriate expertise, technological capabilities and resources to improve safety and security in dangerous environments, including night-flying capacity and appropriate means of communication.

We encourage the Secretary-General to enhance mission intelligence capacities and to develop a more cohesive and integrated United Nations system that stretches from the field to Headquarters. These intelligence capacities can increase situational awareness, enhance the safety and security of United Nations personnel and assets and improve delivery on mission mandates, including the protection of civilians.

Performance

Better assessment and planning and a broader and stronger set of capabilities generated by pledges are the foundation for better performance. That requires peacekeepers to be properly equipped, trained and led. While the majority of United Nations personnel perform well, the few who do not are all too visible, and there are inadequate measures in place to enhance performance. The performance of military and police personnel is a collective responsibility of Member States and the Secretariat. Notwithstanding that troop- and police-contributing countries remain responsible for the delivery of training, we recognize that there is a further necessity to set out in a single place a comprehensive list of the minimum requirements and standards for all predeployment training, including key protection tasks such as preventing conflict-related sexual violence. We support the establishment of the United Nations training-of-trainers centre.

We reaffirm the importance of peacekeepers delivering fully on their mandated responsibilities to protect civilians; in this context we note the initiative by Member States to develop, as relevant, the best practices set out in the Kigali Principles on the Protection of Civilians. Instances of misconduct or the failure to carry out mandated tasks effectively, especially when they are not addressed transparently and robustly, undermine confidence in the will and capability of the United Nations. We call upon the Secretary-General to carry out his commitment to report all such instances to the Security Council and to take clear action to ensure accountability for them, including through developing further the steps taken to assess the performance of units and staff and mechanisms to train-up poor performers where possible and for replacement where needed. We call upon the Secretary-General to develop the means for capturing and sharing instances of best practice in the field, including lessons learned from addressing poor performance and misconduct, so that the United Nations and peacekeeping nations can learn from those experiences.

Successful missions require capable, courageous and accountable leadership. We call upon the Secretary-General to improve and strengthen the competitive assessment methodology developed to select candidates for senior leadership positions in order to ensure a transparent selection process based on merit, competence and the needs of individual missions. We commit to nominating experienced and capable personnel for senior positions. We encourage the Secretary-General to expand his pilot mentoring programme, which provides support and additional training for heads and deputy heads of mission. We encourage Member States to support this initiative by making available former senior leaders to participate as mentors. We call upon Member States to use senior leadership courses and to commit to assigning their most capable officers to lead and participate in peacekeeping. As part of this, we affirm the urgent need for more women in leadership positions. We call upon the Secretary-General to develop a cadre of experienced future candidates for senior leadership positions.

All United Nations personnel deployed in United Nations peacekeeping operations must be committed to the highest standards of conduct. We underscore our commitment and support to the Secretary-General's zero tolerance policy on sexual exploitation and abuse and commend and support the comprehensive initiatives in his enhanced programme of action to protect against sexual exploitation and abuse, as set out in his reports to the General Assembly (A/69/779

and A/70/729). We are committed to taking serious and concerted action to combat sexual exploitation and abuse. We also support the important work being undertaken by the Secretary-General's Special Coordinator on improving the United Nations response to allegations of sexual exploitation and abuse. We reiterate the need for Member States to fully vet and train their troops before deployment and to ensure that national investigation officers are included in all military units deployed to a field mission. We commend the enhanced collaboration between the United Nations and Member States and the steps taken through this important partnership to prevent and investigate, as well as hold personnel accountable for, acts of sexual exploitation and abuse. Victims must be placed at the centre of efforts to protect and assist, and we appeal to Member States to support the initiative of the Secretary-General.

We highlight the continued need to strengthen measures against all forms of abuse and exploitation by any member of a United Nations peacekeeping mission. We underscore the importance of the implementation of Security Council resolution 2272 (2016) for tackling sexual exploitation and abuse cases in peacekeeping missions. We note the Secretary-General's operational guidance on Security Council resolution 2272 (2016). We recognize the commitment and important role of troop- and police contributing countries and United Nations peacekeeping operations in preventing conflict-related sexual violence, consistent with Security Council resolutions 1960 (2010) and 2106 (2013), and underline the need for the continued focused engagement of these actors to combat this scourge, including through contributing to stronger monitoring, analysis and information on incidents and perpetrators of sexual violence and facilitating engagement with parties to conflict for protection commitments.

We support the call of the Secretary-General for a renewed focus on the primacy of politics and recognize that peacekeeping is intended to support, not substitute for, the implementation of political strategies and agreements that ensure sustainable peace. Achieving lasting agreements that resolve conflict remains in the hands of the parties to that conflict. By committing today to strengthening planning, considering increasing our pledges and ensuring the performance of peacekeeping operations, we work collectively to better enable the United Nations to achieve lasting and sustainable peace. Building effective institutions and democratic practices to help countries emerge from conflict and instability are primarily the responsibilities of states, governments and societies that host United Nations peacekeeping operations. We also remind all countries hosting a peacekeeping mission and all parties to conflict of their obligations related to the safety of peacekeeping personnel and assets and call upon those countries to respect the mission's freedom of movement and action in support of its mandate.

We reaffirm the critical role that peacekeeping missions play in addressing today's international peace and security challenges and their potential to continue to meet the challenge of the dynamic threat environment that we face as individual nations and as an international community. We remain committed to ensuring that our national militaries, police services and civilian staff are able to meet the new and growing demands of peacekeeping and that the Secretariat is able to utilize our contributions to their greatest effect.